

CIPR0545

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ONE ARTICLE FROM DER'S ECONOMIC INTELLIGENCE WEEKLY REVIEW  
ENDING 20 APRIL 1978. REQUEST ARTICLE BE PASSED TO AMBASSADOR,  
DCM, ECONOMIC SECTION AND OTHER WORKING LEVEL STATE OFFICERS.

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THE CARIBBEAN: SOURCES OF ILLEGAL MIGRATION.

1. THE CARIBBEAN REGION IS THE LARGEST SOURCE AFTER MEXICO OF ILLEGAL MIGRANTS TO THE UNITED STATES. ALTHOUGH THE ROUGHLY 100,000 CARIBBEAN NATIONALS WHO ENTER THIS COUNTRY ILLEGALLY EACH YEAR ARE ONLY ABOUT ONE-SIXTH AS NUMEROUS AS THE MEXICAN TOTAL, ALMOST ALL CARIBBEAN ILLEGALS REMAIN IN THE UNITED STATES, WHILE THE GREAT MAJORITY OF MEXICAN ILLEGALS RETURN TO MEXICO. INDEED, IF WE CONCERN OURSELVES ONLY WITH THOSE ILLEGALS WHO ENTER WITH THE INTENTION OF REMAINING PERMANENTLY IN THIS COUNTRY, THE ILLEGAL FLOW FROM THE CARIBBEAN MAY BE ONE-HALF AS LARGE AS THAT FROM MEXICO.

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THE CARIBBEAN ILLEGAL MIGRANT APPEARS TO DO LESS WELL ECONOMICALLY IN THE UNITED STATES THAN HIS MEXICAN COUNTERPART.

(ASTERISK) THIS ARTICLE SUMMARIZES A FORTHCOMING DER REPORT, THE CARIBBEAN AREA: SOURCES OF ILLEGAL MIGRATION. FOR PURPOSES OF THE REPORT, THE CARIBBEAN AREA INCLUDES THE CARIBBEAN ISLANDS (EXCEPT CUBA, PUERTO RICO, AND THE US VIRGIN ISLANDS), BELIZE, AND GUYANA.

ORIGINS AND CHARACTERISTICS OF THE CARIBBEAN ILLEGAL.

2. THE ENGLISH-SPEAKING CARIBBEAN COUNTRIES AS A

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WHOLE SUPPLY 60 PERCENT (60,000) OF ALL ILLEGALS FROM THE REGION. ABOUT ONE-HALF OF THIS SHARE COME FROM JAMAICA (29,000). THE OTHER MAJOR ENGLISH-SPEAKING COUNTRIES IN ORDER OF THEIR IMPORTANCE AS SOURCE AREAS ARE TRINIDAD AND TOBAGO (15,000), GUYANA (7,000), AND BARBADOS (4,000). THE SPANISH-SPEAKING DOMINICAN REPUBLIC (35,000) IS THE LARGEST SINGLE SOURCE OF ILLEGAL MIGRANTS; CREOLE-SPEAKING HAITI (11,000) RANKS FOURTH.

3. MIGRATION HAS LONG BEEN A WAY OF LIFE IN THE HEAVILY POPULATED ISLANDS OF THE ENGLISH-SPEAKING CARIBBEAN, WITH NATIONALS SHOWING LITTLE OF THE ATTACHMENT TO THEIR HOME THAT CHARACTERIZES THE MEXICAN MIGRANT. SUCH MIGRATION IS NECESSARY TO KEEP THE ISLANDS FROM BEING HOPELESSLY OVERCROWDED AND IS TACITLY SUPPORTED BY MOST OF THE GOVERNMENTS. TRADITIONALLY, MIGRATION OUTSIDE THE REGION HAS FOCUSED ON THE UNITED KINGDOM. HOWEVER, IN THE MID-1960S AFTER THE BRITISH GOVERNMENT CHANGED ITS IMMIGRATION LAWS TO KEEP OUT CERTAIN COMMONWEALTH NATIONALS, THE FLOW WAS DIVERTED TO THE UNITED STATES AND CANADA. THE BULK OF THIS MIGRATION WAS LEGAL; AT THE SAME TIME, ILLEGAL MIGRATION FROM THE ENGLISH-SPEAKING CARIBBEAN BEGAN TO PICKUP SPEED.

4. THE DOMINICAN ILLEGAL PRESENTS A SHARP CONTRAST TO THE MIGRANT FROM THE ENGLISH-SPEAKING CARIBBEAN. ILLEGALS FROM THE DOMINICAN REPUBLIC TEND TO BE LESS EDUCATED AND POORER THAN THOSE FROM ANY OTHER MAJOR SOURCE AREA WITHIN OR OUTSIDE THE CARIBBEAN; ALMOST ONE-HALF ARE FROM RURAL AREAS.

5. THE HAITIAN ILLEGAL IS A THIRD TYPE. DESPITE HAITI'S EXTREME POVERTY, THE HAITIAN MIGRANT IS OFTEN MORE PROSPEROUS THAN EITHER HIS DOMINICAN OR BRITISH WEST INDIAN COUNTERPART. INDEED, ONLY THE RELATIVELY AFFLUENT HAITIAN CAN AFFORD THE SUBSTANTIAL COSTS OF OBTAINING EXIT PAPERS AND TRANSPORTATION. THE TYPICAL HAITIAN ILLEGAL IS A RELATIVELY WELL-EDUCATED URBANITE WHO CLAIMS A POLITICAL MOTIVATION FOR LEAVING HIS COUNTRY.

6. MOST CARIBBEAN ILLEGALS ENTER THE UNITED STATES WITH SOME TYPE OF DOCUMENTATION; FOR OBVIOUS REASONS LITTLE SURREPTITIOUS BORDER CROSSING OF THE MEXICAN TYPE TAKES PLACE. MOST FREQUENTLY, THE CARIBBEAN MIGRANT OBTAINS A LEGAL NONRESIDENT VISA, WHICH HE SUBSEQUENTLY ABUSES. IN OTHER CASES, HE USES FORGED PAPERS OR PAPERS OBTAINED UNDER FALSE PRETENSES. SOME ENGLISH-SPEAKING ILLEGALS USE THE US

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VIRGIN ISLANDS AS A WAY STATION TO THE CONTINENTAL UNITED STATES. MANY DOMINICANS GO FIRST TO PUERTO RICO, WHERE THEY HAVE LITTLE DIFFICULTY PASSING FOR NATIVES AND OBTAINING WORK. SOME, AFTER SEVERAL MONTHS OR YEARS IN PUERTO RICO, WILL FEEL FINANCIALLY SECURE ENOUGH TO MAKE THE JUMP TO NEW YORK. MANY ILLEGALS, OF COURSE, REMAIN PERMANENTLY IN PUERTO RICO AND THE US VIRGIN ISLANDS.

#### ECONOMICS OF MIGRATION.

7. ALTHOUGH MANY ILLEGALS FROM HAITI AND PARTS OF THE ENGLISH-SPEAKING CARIBBEAN CLAIM POLITICAL MOTIVATION, THE PRINCIPAL REASON FOR MIGRATION IS ECONOMIC. WAGE DIFFERENTIALS BETWEEN THE UNITED STATES AND THE CARIBBEAN ARE HUGE, EVEN IN THE HIGH-WAGE CARIBBEAN COUNTRIES, SUCH AS JAMAICA, THE URBAN MINIMUM WAGE IS ONLY ONE-THIRD OF THE US AVERAGE WAGE FOR PRIVATE HOUSEHOLD WORKERS, 15 PERCENT OF THAT FOR CLERICAL, AND ROUGHLY 10 PERCENT OF THAT FOR MANUFACTURING WORKERS AND CRAFTSMEN. WHILE THE GAP PROVIDES A STRONG ATTRACTION, ANOTHER FACTOR IS THE LIMITED OPPORTUNITY FOR UPWARD ECONOMIC MOBILITY AT HOME. EVEN UNIVERSITY-EDUCATED PROFESSIONALS IN THE MOST PROSPEROUS CARIBBEAN ISLANDS FIND THEIR ECONOMIC HORIZONS SEVERELY CIRCUMSCRIBED.

8. IN THESE CIRCUMSTANCES, IT IS SURPRISING THAT EVEN MORE CARIBBEAN NATIONALS ARE NOT MIGRATING. SEVERAL FACTORS, HOWEVER, MILITATE AGAINST THIS. THE PSYCHOLOGICAL COST OF PULLING UP ROOTS AND CHANGING CULTURE AND LANGUAGE ARE IMPORTANT, ESPECIALLY FOR RURAL HAITIANS. THESE COSTS ARE NOT SO HIGH FOR DOMINICANS, WHO GENERALLY MIGRATE VIA CULTURALLY SIMILAR PUERTO RICO, OR FAR MOST OTHER CARIBBEAN MIGRANTS WHO SPEAK ENGLISH AND HAVE A LONG TRADITION OF EXTERNAL MIGRATION.

9. OF EVEN GREATER IMPORTANCE IS THE FINANCIAL COST OF MIGRATION. IN CONTRAST TO THE ILLEGAL FROM CENTRAL MEXICO, WHO PAYS \$200 TO \$300 FOR TRANSPORTATION AND SMUGGLING FEES, THE COST TO THE HAITIAN IS AT LEAST \$450, INCLUDING OFFICIAL DOCUMENTS AND AIR FARE. MOREOVER, BRIBES TO CIRCUMVENT LONG, PROCESSING DELAYS CAN ADD CONSIDERABLY TO THESE COSTS. US RULES RUN UP THE COST OF OBTAINING NONRESIDENT VISAS. THE MIGRANT, FOR EXAMPLE, MUST PURCHASE A ROUND TRIP TICKET, WHICH COSTS MORE THAN \$250 BETWEEN MOST ISLANDS AND THE US MAINLAND. HE MUST ALSO PROVE SELF-SUFFICIENCY, EVIDENCED BY FUNDS IN THE

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BANK AND/OR THE OWNERSHIP OF PROPERTY. THESE FINANCIAL COSTS EFFECTIVELY LIMIT MIGRATION--LEGAL OR ILLEGAL--TO THE RELATIVELY AFFLUENT CARIBBEAN NATIONAL.

PROSPECTS.

10. WE EXPECT THE INFUX OF ILLEGAL CARIBBEAN MIGRANTS TO INCREASE OVER THE NEXT DECADE. THE CHARACTER OF THIS MIGRATION WILL REMAIN BASICALLY UNCHANGED AS THE CARIBBEAN AREA BECOMES MORE URBANIZED AND CONTINUING SLUGGISH ECONOMIC PERFORMANCE LIMITS EMPLOYMENT OPPORTUNITIES. EVEN THE RELATIVELY WELL EDUCATED WILL HAVE DIFFICULTY FINDING JOBS THAT MATCH THEIR WAGE EXPECTATIONS. ALTHOUGH RURAL UNDEREMPLOYMENT IS LIKELY TO INCREASE IN THE YEARS AHEAD, FEW AGRICULTURAL WORKERS WILL HAVE THE NECESSARY WANTS TO MOVE TO THE UNITED STATES. SINCE CANADA AND THE UNITED KINGDOM WILL PROBABLY MAINTAIN THEIR IMMIGRATION CONTROLS, ONLY THE MOST SKILLED WORKERS WILL GAIN ENTRY TO THESE COUNTRIES.

11. MANY IN THE UNDER-20 AGE BULGE THAT EMERGED IN 1970S ARE NOW ENTERING THE MIGRATION-PRONE 20 TO 30 AGE GROUP. THEIR NUMBERS ALONE WILL ALMOST CERTAINLY RESULT IN INCREASED ILLEGAL MIGRATION TO THE UNITED STATES OVER THE NEXT 10 YEARS AT LEAST. EVEN IF FAMILY PLANNING PROGRAMS REDUCE FERTILITY RATES AS EXPECTED, THE LARGE NUMBERS OF THOSE ALREADY BORN WILL SUSTAIN MIGRATION PRESSURES. NONETHELESS, THE DEMOGRAPHIC PUSH TO MIGRATION WILL NOT BE SO GREAT AS IN THE MEXICAN CASE.

12. BASED ON DEMOGRAPHIC CHARACTERISTICS AND ECONOMIC POTENTIAL, WE EXPECT THAT THE DOMINICAN REPUBLIC, JAMAICA, AND HAITI WILL INCREASE IN IMPORTANCE AS SOURCE COUNTRIES AND THAT THE FLOW FROM GUYANA WILL REMAIN AT THE CURRENT HIGH LEVEL. DEMOGRAPHIC CHARACTERISTICS ALSO INDICATE THAT THE BAHAMAS WILL BECOME A LARGER SOURCE OF CARIBBEAN ILLEGALS THAN IN THE PAST; BECAUSE OF THEIR SMALL POPULATION, HOWEVER, THE ABSOLUTE INCREASE IN BAHAMIAN ILLEGALS WILL BE SLIGHT. ONLY BARBADOS AND, TO A MUCH LESSER EXTENT, TRINIDAD AND TOBAGO SHOW ANY PROSPECTS FOR A DECLINE IN THE ILLEGAL OUTFLOW.

13. DIM PROSPECTS FOR ACCELERATED ECONOMIC DEVELOPMENT IN THE MAJOR SOURCE COUNTRIES MILITATE AGAINST ANY SUBSTANTIAL CHANGE IN THE MIGRATION PATTERN. IRONICALLY, MODERATE ECONOMIC IMPROVEMENT MAY WELL ENCOURAGE ILLEGAL

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MIGRATION. HAITI IS A CASE IN POINT; INCREASING AID INFLOWS SHOULD CAUSE A RISE IN REAL URBAN INCOMES THAT WILL INCREASE THE NUMBER OF PEOPLE WITH THE FINANCIAL WHEREWITHAL TO LEAVE. ONLY TRINIDAD AND TOBAGO IS LIKELY TO PROVIDE ENOUGH NEW JOBS TO GREATLY REDUCE THE MIGRATION RATE OF ITS SKILLED WORKERS. (CONFIDENTIAL) E1,2,3 IMPDET WNINTEL.>

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